



NATIONAL CONFERENCE OF STATE LEGISLATURES

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JOINT P.E.E.A. COMMITTEE
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TIME _____

DATE 4/12/94

WILLIAM POUND
EXECUTIVE DIRECTOR

TO: NAME Nia Nelson
Bruce Reed

FAX NUMBER 717-783-1193
456-7028

FROM Shirley Steisel

NUMBER OF PAGES, INCLUDING COVER 18

ACCOUNTING CODE GHU-3

INSTRUCTIONS/COMMENTS: Here is the language from
Washington State regarding teen ~~parents~~ parents
on public assistance. Please call me with any
follow-up or questions at 202/624-8693

Please call if you do not receive entire fax or if there is a problem
at:

202/624-5400 or FAX 202/737-1069

OFFICE OF PROGRAM RESEARCH

State of
Washington
House of
Representatives



MEMORANDUM

TO: Sheri Staisel
National Conference of State Legislatures

FROM: *Dave* David Knutson, Senior Research Analyst
Human Services Committee

DATE: April 4, 1994

RE: Washington Statutory Language on Teen Parents on Welfare

Representative Leonard asked me to send you the Washington statutory language on teen parents on public assistance. It is part of the welfare reform legislation enacted during the 1993 legislative session. You will find it in section ten of Engrossed Substitute House Bill 1197. Thanks for all your good work on the welfare reform issues the Task Force has been addressing. It has been a real treat to participate in Task Force meetings and national conference calls with Administration representatives.

Let me know if there is anything else I can help with. You can reach me at (206) 786-7146.

CERTIFICATION OF ENROLLMENT
ENGROSSED SUBSTITUTE HOUSE BILL 1197

Chapter 312, Laws of 1993
(partial veto)

53rd Legislature
1993 Regular Session

PUBLIC ASSISTANCE—INCENTIVES TO WORK OR COMPLETE SCHOOLING

EFFECTIVE DATE: Sections 2 & 11 take effect on 7/1/94, pending approval of funding; Sections 3, 4, & 5 take effect on 7/1/93, pending approval of funding.

Passed by the House April 24, 1993
Yeas 94 Nays 0

BRIAN EBERSOLE
Speaker of the
House of Representatives

Passed by the Senate April 16, 1993
Yeas 38 Nays 9

JOEL FRITCHARD
President of the Senate

Approved May 12, 1993, with the exception of section 6, which is vetoed.

MIKE LOWRY
Governor of the State of Washington

CERTIFICATE

I, Alan Thompson, Chief Clerk of the House of Representatives of the State of Washington, do hereby certify that the attached is ENGROSSED SUBSTITUTE HOUSE BILL 1197 as passed by the House of Representatives and the Senate on the dates hereon set forth.

ALAN THOMPSON
Chief Clerk

FILED

May 12, 1993 - 10:40 a.m.

Secretary of State
State of Washington

ENGROSSED SUBSTITUTE HOUSE BILL 1197

AS AMENDED BY THE SENATE

Passed Legislature - 1993 Regular Session

State of Washington 53rd Legislature 1993 Regular Session

By House Committee on Human Services (originally sponsored by Representatives Leonard, Cooke, Riley, Flemming, Valle, Brown, G. Cole, Hielke, Voloria, Wineberry, Dorn, Anderson, J. Kohl, Karahalios, H. Myers, Vance, Ogden, King, Jones, Eide, Johanson, R. Meyers, Cothorn, Roland, Holm, Wolfe, Franklin, Thibaudeau, Springer, Basich, Kremen, Foreman, Kessler, Campbell, Dunshee, Lemmon, Linville and Pruitt)

Read first time 02/26/93.

1 AN ACT Relating to public assistance; amending RCW 74.25.020;
2 reenacting and amending RCW 74.04.005; adding new sections to chapter
3 74.04 RCW; adding a new section to chapter 74.12 RCW; adding a new
4 chapter to Title 74 RCW; creating new sections; providing effective
5 dates; and declaring an emergency.

6 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:

7 NEW SECTION. Sec. 1. The legislature finds that:

8 (1) Public assistance is intended to be a temporary financial
9 relief program, recognizing that families can be confronted with a
10 financial crisis at any time in life. Successful public assistance
11 programs depend on the availability of adequate resources to assist
12 individuals deemed eligible for the benefits of such a program. In
13 this way, eligible families are given sufficient assistance to reenter
14 productive employment in a minimal time period.

15 (2) The current public assistance system requires a reduction in
16 grant standards when income is received. In most cases, family income
17 is limited to levels substantially below the standard of need. This is
18 a strong disincentive to work. To remove this disincentive, the

1 legislature intends to allow families to retain a greater percentage of
2 income before it results in the reduction or termination of benefits;

3 (3) Employment, training, and education services provided to
4 employable recipients of public assistance are effective tools in
5 achieving economic self-sufficiency. Support services that are
6 targeted to the specific needs of the individual offer the best hope of
7 achieving economic self-sufficiency in a cost-effective manner;

8 (4) State welfare-to-work programs, which move individuals from
9 dependence to economic independence, must be operated cooperatively and
10 collaboratively between state agencies and programs. They also must
11 include public assistance recipients as active partners in self-
12 sufficiency planning activities. Participants in economic independence
13 programs and services will benefit from the concepts of personal
14 empowerment, self-motivation, and self-esteem;

15 (5) Many barriers to economic independence are found in federal
16 statutes and rules, and provide states with limited options for
17 restructuring existing programs in order to create incentives for
18 employment over continued dependence;

19 (6) The legislature finds that the personal and societal costs of
20 teenage childbearing are substantial. Teen parents are less likely to
21 finish high school and more likely to depend upon public assistance
22 than women who delay childbearing until adulthood; and

23 (7) The legislature intends that an effort be made to ensure that
24 each teenage parent who is a public assistance recipient live in a
25 setting that increases the likelihood that the teen parent will
26 complete high school and achieve economic independence.

27 NEW SECTION. Sec. 2. For purposes of determining the amount of
28 grant payments to recipients of aid to families with dependent
29 children, all countable nonexempt earned income shall be subtracted
30 from an amount equal to fifty-five percent of the need standard. The
31 department shall adopt rules necessary to implement the intent of this
32 section.

33 NEW SECTION. Sec. 3. The department shall amend the state plan to
34 eliminate the one hundred hour work rule for recipients of aid to
35 families with dependent children-employable. The department shall seek
36 federal approval for the amendment to the state plan and report on

1 federal action to the appropriate standing committees of the
2 legislature by December 1, 1993.

3 NEW SECTION. Sec. 4. The department shall initiate a pilot
4 project using electronic benefit transfer technology for the food
5 stamp, aid to families with dependent children, and women, infant, and
6 children programs. The department shall report to the appropriate
7 standing committees of the legislature on the project implementation
8 status by December 1, 1994.

9 Sec. 5. RCW 74.04.005 and 1992 c 165 s 1 and 1992 c 136 s 1 are
10 each reenacted and amended to read as follows:

11 For the purposes of this title, unless the context indicates
12 otherwise, the following definitions shall apply:

13 (1) "Public assistance" or "assistance"—Public aid to persons in
14 need thereof for any cause, including services, medical care,
15 assistance grants, disbursing orders, work relief, general assistance
16 and federal-aid assistance.

17 (2) "Department"—The department of social and health services.

18 (3) "County or local office"—The administrative office for one or
19 more counties or designated service areas.

20 (4) "Director" or "secretary" means the secretary of social and
21 health services.

22 (5) "Federal-aid assistance"—The specific categories of assistance
23 for which provision is made in any federal law existing or hereafter
24 passed by which payments are made from the federal government to the
25 state in aid or in respect to payment by the state for public
26 assistance rendered to any category of needy persons for which
27 provision for federal funds or aid may from time to time be made, or a
28 federally administered needs-based program.

29 (6) (a) "General assistance"—Aid to persons in need who:

30 (i) Are not eligible to receive federal-aid assistance, other than
31 food stamps and medical assistance; however, an individual who refuses
32 or fails to cooperate in obtaining federal-aid assistance, without good
33 cause, is not eligible for general assistance;

34 (ii) Meet one of the following conditions:

35 (A) Pregnant: PROVIDED, That need is based on the current income
36 and resource requirements of the federal aid to families with dependent
37 children program: PROVIDED FURTHER, That during any period in which an

aid for dependent children employable program is not in operation, only those pregnant women who are categorically eligible for medicaid are eligible for general assistance; ((or))

(B) Under twenty years of age and ineligible for aid to families with dependent children solely due to federal age requirements, and are full-time students reasonably expected to complete a program of secondary school or the equivalent level of vocational or technical training before the end of the month in which the person reaches age twenty. Reasonably expected to complete a program of secondary school or the equivalent level of vocational or technical training means maintaining a grade point average equal to or greater than a 2.5. For purposes of determining payment amount, the student is considered a member of the aid to families with dependent children household of which the student would be a member but for the federal age requirement. In determining eligibility, earnings of a full-time student shall be disregarded, in accordance with department standards, notwithstanding the earnings limitation imposed by RCW 74.04.266;

(C) Subject to chapter 165, Laws of 1992, incapacitated from gainful employment by reason of bodily or mental infirmity that will likely continue for a minimum of ninety days as determined by the department((or)); OR

((+or)) (D) Persons who are unemployable due to alcohol or drug addiction are not eligible for general assistance. Persons receiving general assistance on July 26, 1987, or becoming eligible for such assistance thereafter, due to an alcohol or drug-related incapacity, shall be referred to appropriate assessment, treatment, shelter, or supplemental security income referral services as authorized under chapter 74.50 RCW. Referrals shall be made at the time of application or at the time of eligibility review. Alcoholic and drug addicted clients who are receiving general assistance on July 26, 1987, may remain on general assistance if they otherwise retain their eligibility until they are assessed for services under chapter 74.50 RCW. Subsection (6)(a)(ii)((+or)) (C) of this section shall not be construed to prohibit the department from granting general assistance benefits to alcoholics and drug addicts who are incapacitated due to other physical or mental conditions that meet the eligibility criteria for the general assistance program;

(iii) Are citizens or aliens lawfully admitted for permanent residence or otherwise residing in the United States under color of law; and

(iv) Have furnished the department their social security account number. If the social security account number cannot be furnished because it has not been issued or is not known, an application for a number shall be made prior to authorization of assistance, and the social security number shall be provided to the department upon receipt.

(b) Notwithstanding the provisions of subsection (6)(a)(i), (ii), and (c) of this section, general assistance shall be provided to the following recipients of federal-aid assistance:

(i) Recipients of supplemental security income whose need, as defined in this section, is not met by such supplemental security income grant because of separation from a spouse; or

(ii) ~~((To the extent authorized by the legislature in the biennial appropriations act, to))~~ Recipients of aid to families with dependent children whose needs are not being met because of a temporary reduction in monthly income below the entitled benefit payment level caused by loss or reduction of wages or unemployment compensation benefits or some other unforeseen circumstances. The amount of general assistance authorized shall not exceed the difference between the entitled benefit payment level and the amount of income actually received. Payment shall be made within fifteen days of the request.

(c) General assistance shall be provided only to persons who are members of assistance units receiving federal aid assistance, except as provided in subsection (6)(a)(ii)(A) and (b) of this section, and will accept available services which can reasonably be expected to enable the person to work or reduce the need for assistance unless there is good cause to refuse. Failure to accept such services shall result in termination until the person agrees to cooperate in accepting such services and subject to the following maximum periods of eligibility after reapplication:

(i) First failure: One week;

(ii) Second failure within six months: One month;

(iii) Third and subsequent failure within one year: Two months.

(d) Persons found eligible for general assistance based on incapacity from gainful employment may, if otherwise eligible, receive general assistance pending application for federal supplemental

security income benefits. Any general assistance that is subsequently duplicated by the person's receipt of supplemental security income for the same period shall be considered a debt due the state and shall by operation of law be subject to recovery through all available legal remedies.

(e) The department shall adopt by rule medical criteria for general assistance eligibility to ensure that eligibility decisions are consistent with statutory requirements and are based on clear, objective medical information.

(f) The process implementing the medical criteria shall involve consideration of opinions of the treating or consulting physicians or health care professionals regarding incapacity, and any eligibility decision which rejects uncontroverted medical opinion must set forth clear and convincing reasons for doing so.

(g) Recipients of general assistance based upon a finding of incapacity from gainful employment who remain otherwise eligible shall not have their benefits terminated absent a clear showing of material improvement in their medical or mental condition or specific error in a prior determination that found the recipient eligible by reason of incapacitation. Recipients of general assistance based upon pregnancy or relinquish their child for adoption, remain otherwise eligible, and are not eligible to receive benefits under the federal aid to families with dependent children program shall not have their benefits terminated until the end of the month in which the period of six weeks following the birth of the recipient's child falls. Recipients of the federal aid to families with dependent children program who lose their eligibility solely because of the birth and relinquishment of the qualifying child may receive general assistance through the end of the month in which the period of six weeks following the birth of the child falls.

(h) Students with earnings shall not be eligible for the essential persons program unless the earnings are disregarded.

(7) "Applicant"—Any person who has made a request, or on behalf of whom a request has been made, to any county or local office for assistance.

(8) "Recipient"—Any person receiving assistance and in addition any dependents whose needs are included in the recipient's assistance.

(9) "Standards of assistance"—The level of income required by an applicant or recipient to maintain a level of living specified by the department.

(10) "Resource"—Any asset, tangible or intangible, owned by or available to the applicant at the time of application, which can be applied toward meeting the applicant's need, either directly or by conversion into money or its equivalent: PROVIDED, That an applicant may retain the following described resources and not be ineligible for public assistance because of such resources.

(a) A home, which is defined as real property owned and used by an applicant or recipient as a place of residence, together with a reasonable amount of property surrounding and contiguous thereto, which is used by and useful to the applicant. Whenever a recipient shall cease to use such property for residential purposes, either for himself or his dependents, the property shall be considered as a resource which can be made available to meet need, and if the recipient or his dependents absent themselves from the home for a period of ninety consecutive days such absence, unless due to hospitalization or health reasons or a natural disaster, shall raise a rebuttable presumption of abandonment: PROVIDED, That if in the opinion of three physicians the recipient will be unable to return to the home during his lifetime, and the home is not occupied by a spouse or dependent children or disabled sons or daughters, such property shall be considered as a resource which can be made available to meet need.

(b) Household furnishings and personal effects and other personal property having great sentimental value to the applicant or recipient, limited by the department consistent with limitations on resources and exemptions for federal aid assistance.

(c) A motor vehicle, other than a motor home, used and useful having an equity value not to exceed one thousand five hundred dollars.

(d) All other resources, including any excess of values exempted, not to exceed one thousand dollars or other limit as set by the department, to be consistent with limitations on resources and exemptions necessary for federal aid assistance.

(e) Applicants for or recipients of general assistance shall have their eligibility based on resource limitations consistent with the aid families with dependent children program rules adopted by the department.

(f) If an applicant for or recipient of public assistance possesses property and belongings in excess of the ceiling value, such value shall be used in determining the need of the applicant or recipient, except that: (i) The department may exempt resources or income when the income and resources are determined necessary to the applicant's or recipient's restoration to independence, to decrease the need for public assistance, or to aid in rehabilitating the applicant or recipient or a dependent of the applicant or recipient; and (ii) the department may provide grant assistance for a period not to exceed nine months from the date the agreement is signed pursuant to this section to persons who are otherwise ineligible because of excess real property owned by such persons when they are making a good faith effort to dispose of that property: PROVIDED, That:

(A) The applicant or recipient signs an agreement to repay the lesser of the amount of aid received or the net proceeds of such sale;

(B) If the owner of the excess property ceases to make good faith efforts to sell the property, the entire amount of assistance may come an overpayment and a debt due the state and may be recovered pursuant to RCW 43.20B.630;

(C) Applicants and recipients are advised of their right to a fair hearing and afforded the opportunity to challenge a decision that good faith efforts to sell have ceased, prior to assessment of an overpayment under this section; and

(D) At the time assistance is authorized, the department files a lien without a sum certain on the specific property.

(11) "Income"—(a) All appreciable gains in real or personal property (cash or kind) or other assets, which are received by or become available for use and enjoyment by an applicant or recipient during the month of application or after applying for or receiving public assistance. The department may by rule and regulation exempt income received by an applicant for or recipient of public assistance which can be used by him to decrease his need for public assistance or aid in rehabilitating him or his dependents, but such exemption shall not, unless otherwise provided in this title, exceed the exemptions of resources granted under this chapter to an applicant for public assistance. In determining the amount of assistance to which an applicant or recipient of aid to families with dependent children is entitled, the department is hereby authorized to disregard as a source or income the earned income exemptions consistent with federal

requirements. The department may permit the above exemption of earnings of a child to be retained by such child to cover the cost of special future identifiable needs even though the total exceeds the exemptions or resources granted to applicants and recipients of public assistance, but consistent with federal requirements. In formulating rules and regulations pursuant to this chapter, the department shall define income and resources and the availability thereof, consistent with federal requirements. All resources and income not specifically exempted, and any income or other economic benefit derived from the use of, or appreciation in value of, exempt resources, shall be considered in determining the need of an applicant or recipient of public assistance.

(b) If, under applicable federal requirements, the state has the option of considering property in the form of lump sum compensatory awards or related settlements received by an applicant or recipient as income or as a resource, the department shall consider such property to be a resource.

(12) "Need"—The difference between the applicant's or recipient's standards of assistance for himself and the dependent members of his family, as measured by the standards of the department, and value of all nonexempt resources and nonexempt income received by or available to the applicant or recipient and the dependent members of his family.

(13) For purposes of determining eligibility for public assistance and participation levels in the cost of medical care, the department shall exempt restitution payments made to people of Japanese and Aleut ancestry pursuant to the Civil Liberties Act of 1988 and the Aleutian and Pribilof Island Restitution Act passed by congress, P.L. 100-383, including all income and resources derived therefrom.

(14) In the construction of words and phrases used in this title, the singular number shall include the plural, the masculine gender shall include both the feminine and neuter genders and the present tense shall include the past and future tenses, unless the context or proof shall clearly indicate to the contrary.

***NEW SECTION.** Sec. 6. A new section is added to chapter 74.04 RCW to read as follows:

The department shall amend the state plan to include an aid to families with dependent children essential persons program that would, to the extent permitted under federal law, allow eighteen to twenty

year old students to be eligible for federal aid to families with dependent children matching grants.

Sec. 6 was vetoed, see message at end of chapter.

Sec. 7. RCW 74.25.020 and 1992 c 165 s 3 are each amended to read as follows:

(1) The department of social and health services is authorized to contract with public and private employment and training agencies and other public service entities to provide services prescribed or allowed under the federal social security act, as amended, to carry out the purposes of the jobs training program. The department of social and health services has sole authority and responsibility to carry out the job opportunities and basic skills training program. No contracting entity shall have the authority to review, change, or disapprove any administrative decision, or otherwise substitute its judgment for that of the department of social and health services as to the application of policies and rules adopted by the department of social and health services.

(2) To the extent feasible under federal law, the department of social and health services and all entities contracting with it shall give first priority of service to individuals volunteering for program participation (~~(+ PROVIDED, THAT the department shall require nonexempt parents under age twenty-four to actively participate in orientation, assessment, and either education, vocational training, or employment programs. At least one nonexempt parent in the aid to families with dependent children employable program shall actively participate in orientation, assessment, and either job search, education, training, or employment. Social services shall be offered to participants in accordance with federal law. The department shall adopt appropriate actions to ensure compliance with the requirements and policies of this chapter)~~).

(3) The department of social and health services shall adopt rules under chapter 34.05 RCW establishing criteria constituting circumstances of good cause for an individual failing or refusing to participate in an assigned program component, or failing or refusing to accept or retain employment. These criteria shall include, but not be limited to, the following circumstances: (a) If the individual is a parent or other relative personally providing care for a child under six years, and the employment would require the individual to work

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*Sec. 6 was vetoed, see message at end of chapter.

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(2) To the extent feasible under federal law, the department of social and health services and all entities contracting with it shall give first priority of service to individuals volunteering for program participation (~~(+ PROVIDED, That the department shall require nonexempt parents under age twenty four to actively participate in orientation, assessment, and either education, vocational training, or employment programs. At least one nonexempt parent in the aid to families with dependent children employable program shall actively participate in orientation, assessment, and either job search, education, training, or employment. Social services shall be offered to participants in accordance with federal law. The department shall adopt appropriate actions to ensure compliance with the requirements and policies of this chapter)~~).

(3) The department of social and health services shall adopt rules under chapter 34.05 RCW establishing criteria constituting circumstances of good cause for an individual failing or refusing to participate in an assigned program component, or failing or refusing to accept or retain employment. These criteria shall include, but not be limited to, the following circumstances: (a) If the individual is a parent or other relative personally providing care for a child under six years, and the employment would require the individual to work

more than twenty hours per week; (b) if child care, or day care for an incapacitated individual living in the same home as a dependent child, is necessary for an individual to participate or continue participation in the program or accept employment, and such care is not available, and the department of social and health services fails to provide such care; (c) the employment would result in the family of the participant experiencing a net loss of cash income; or (d) circumstances that are beyond the control of the individual's household, either on a short-term or on an ongoing basis.

(4) The department of social and health services shall adopt rules under chapter 34.05 RCW as necessary to effectuate the intent and purpose of this chapter.

NEW SECTION. Sec. 8. The department may provide grants to community action agencies or other local nonprofit organizations to provide job opportunities and basic skills training program participants with transitional support services, one-to-one assistance, and job retention services.

NEW SECTION. Sec. 9. The department of social and health services shall design a program for implementation involving recipients of aid to families with dependent children. A goal of this program is to develop a system that segments the aid to families with dependent children recipient population and identifies subgroups, matches services to the needs of the subgroup, and prioritizes available services. The department shall specify the services to be offered in each population segment. The general focus of the services offered shall be on job training, work force preparedness, and job retention. The program shall be designed for state-wide implementation on July 1, 1994. A proposal for implementation may include phasing certain components over time or geographic area. The department shall submit the program to the appropriate committees of the senate and house of representatives by December 1, 1993.

NEW SECTION. Sec. 10. A new section is added to chapter 74.12 RCW and read as follows:

(1) As part of the orientation and assessment conducted pursuant to 74.25.020, the department shall assist the family of the recipient determining, in the following order of priority, the most

appropriate living situation that will best ensure the safety and well-being for each recipient of aid to families with dependent children who is receiving those benefits as a head of household and is under age eighteen. Appropriate living situations may include, but are not limited to:

- (a) The parent's home;
- (b) The home of a relative;
- (c) A group living situation with adult supervision and guidance;
- (d) Living independently; and
- (e) Payment of the recipient's grant to another as provided in RCW 74.12.250.

(2) In conducting the assessment, the department shall consider all relevant factors, including but not limited to:

- (a) Whether the recipient is enrolled in and attending school;
- (b) Whether the recipient is employed;
- (c) The situation in the home of the recipient's parents, including but not limited to, whether there is substance abuse or domestic violence in the home and the adequacy of the dwelling; and
- (d) Whether there is a history of physical, emotional, or sexual abuse of the recipient by a person living in or frequenting the recipient's parents' home.

(3) If, as a result of the assessment, the department becomes aware of a recipient's need for other services that will help the recipient complete high school or achieve economic independence, and be an effective parent, the department shall make every effort to link the recipient with the services, including parenting classes.

NEW SECTION. Sec. 11. A new section is added to chapter 74.04 RCW to read as follows:

In determining food stamp eligibility, the department shall exclude as income the child support exempted by 42 U.S.C. Sec. 602(a)(8)(vi) or (b).

NEW SECTION. Sec. 12. By October 1, 1993, the department shall request the governor to seek congressional and federal agency action on any federal legislation or federal regulation that may be necessary to complement chapter 74.-- RCW (sections 2 through 4, 8, and 12 of this act), and any other section of chapter . . . , Laws of 1993 (this act) that may require a federal waiver.

NEW SECTION. Sec. 13. Sections 2 through 4, 8, and 12 of this act shall constitute a new chapter in Title 74 RCW.

NEW SECTION. Sec. 14. Section 2 of this act shall take effect July 1, 1994, if specific funding for the purposes of section 2 of this act, referencing section 2 of this act by bill and section number, is provided by July 1, 1994, in the omnibus appropriations act. If specific funding is not so provided, section 2 of this act shall be null and void.

NEW SECTION. Sec. 15. Section 3 of this act shall take effect July 1, 1993, if specific funding for the purposes of section 3 of this act, referencing section 3 of this act by bill and section number, is provided by July 1, 1993, in the omnibus appropriations act. If specific funding is not so provided, section 3 of this act shall be null and void.

NEW SECTION. Sec. 16. Section 4 of this act shall take effect July 1, 1993, if specific funding for the purposes of section 4 of this act, referencing section 4 of this act by bill and section number, is provided by July 1, 1993, in the omnibus appropriations act. If specific funding is not so provided, section 4 of this act shall be null and void.

NEW SECTION. Sec. 17. Section 5 of this act shall take effect July 1, 1993, if specific funding for the purposes of section 5 of this act, referencing section 5 of this act by bill and section number, is provided by July 1, 1993, in the omnibus appropriations act. If specific funding is not so provided, section 5 of this act shall be null and void.

NEW SECTION. Sec. 18. Section 11 of this act shall take effect July 1, 1994, if specific funding for the purposes of section 11 of this act, referencing section 11 of this act by bill and section number, is provided by July 1, 1994, in the omnibus appropriations act. If specific funding is not so provided, section 11 of this act shall be null and void.

NEW SECTION. Sec. 19. This act is necessary for the immediate preservation of the public peace, health, or safety, or support of the state government and its existing public institutions.

Passed the House April 24, 1993.

Passed the Senate April 16, 1993.

Approved by the Governor May 12, 1993, with the exception of certain items which were vetoed.

Filed in Office of Secretary of State May 12, 1993.

Note: Governor's explanation of partial veto is as follows:

"I am returning herewith, without my approval to section 6, Engrossed Substitute House Bill No. 1197 entitled:

"AN ACT Relating to public assistance."

Engrossed Substitute House Bill 1197 includes a number of progressive measures aimed at helping families on public assistance become independent by removing work disincentives and encouraging young people to complete their schooling.

Section 6 of the bill would establish an "essential persons" program for full-time students between the ages of 18 and 20 within the Aid to Families with Dependent Children program. This would allow these individuals to be included as part of the family unit for purposes of calculating benefits, providing an incentive for young people to complete high school or go on to enroll in college or vocational school.

I applaud the direction the Legislature has taken in recognizing the importance of education in our effort to break the cycle of poverty. However, the operating budget bill passed by the Legislature does not include funding to implement this program. I do not believe that the Legislature intended that this bill result in expenditures in the 1993-95 biennium except those specifically authorized and funded in the budget. I believe that the veto of section 6 is necessary to reflect the Legislature's actual intent in enacting this bill.

For these reasons, I have vetoed Section 6 of Engrossed Substitute House Bill No. 1197.

With the exception of Section 6, Engrossed Substitute House Bill No. 1197 is approved."

March 22, 1993

Dear Colleague:

Here are two new issue briefs from the Family Income Study:

The first, *Do Education and Training Benefit Women on Public Assistance?* presents the effects of three different types of education and training upon employment.

The second, *What Are the Differences Between Short-Term and Long-Term Users of Welfare?* presents the statistically significant differences in the characteristics of short-term and long-term AFDC recipients.

We hope these issue briefs will be useful to you. If you have any questions or comments, please call us at (206) 866-6000, extension 6380.

Sincerely,

Carol Webster
Project Manager

Greg Weeks
Research Director

Enclosures

Do Education and Training Benefit Women on Public Assistance?

Background

Reforms of the Aid to Families with Dependent Children (AFDC) program in the late 1980s in Washington State and in the nation emphasized education and vocational training.¹ These reforms assumed that education and training for welfare recipients would: 1) increase the likelihood of employment, 2) increase hourly wages, and 3) reduce welfare use.

Data from the Family Income Study shows the statistically significant effects of education and training for women in Washington State who received public assistance during the period of 1988 to 1992. Three different types of education and training are discussed: *vocational* education and training, *basic* education, and *post-secondary academic* education. (See reverse page for definitions.)

Family Income Study Data:

- Averaged over five years, 13 percent of women receiving public assistance were enrolled in vocational education or training, 11 percent were enrolled in basic education, and 7 percent were enrolled in post-secondary academic education.
- Women enrolled in vocational education and training were 76 percent more likely, and women enrolled in post-secondary academic education were 32 percent more likely, to be employed in the following year than women *who were not* enrolled.
- Women enrolled in vocational education and training increased their hourly wages by 15 percent in the following year.
- Women enrolled in vocational education and training reduced their welfare use by 13 percent in the following year.

(over)

Discussion

Of the three types of education and training taken by women who received public assistance, *vocational education and training* had the largest statistically significant impact on increasing the likelihood of employment, increasing hourly wages, and reducing welfare use. Some women who enrolled in vocational education and training may have taken basic education previously. The positive impact of vocational training for these women might reflect a combination of basic education with vocational education and training.

To put these Family Income Study findings into perspective, in the typical state in the nation, 14 percent of adult AFDC recipients were enrolled in some type of JOBS activity. Basic education was the most common activity, followed by skills training.²

Definitions

We defined *vocational education and training* as education or training for a particular job, and provided by a high school, vocational training institute, or community college; it did *not* include training received at a four-year college or university. Examples of vocational education and training include: nurse's aide, electronic technician, word processing, drafting, and commercial housekeeping.

We defined *basic education* as basic or remedial education that was provided by a high school, training institute, or community college. The recipient did *not* have a high school diploma or a G.E.D. Examples of this type of education include: adult basic education, adult education, and English as a Second Language (ESL).

We defined *post-secondary academic education* as academic education that was received in a community college or a four-year college or university. The recipient *already had* a high school diploma or a G.E.D. Examples of this type of education include: Associate of Arts, Bachelor of Arts, and Bachelor of Science.

We analyzed employment, wages, and welfare use for women in the first year following their enrollment. We are continuing analysis of effects in the second and subsequent years following enrollment, and will report our findings soon.

For further information, contact Carol Webster or Greg Weeks at (206) 866-6000, extension 6380.

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¹ In 1987, Washington State created the Family Independence Program (FIP), a 5-year demonstration that reformed how the state operated the federal AFDC program in several experimental sites. In 1990, the state implemented the federal Family Support Act and its Job Opportunities and Basic Skills (JOBS) program in sites not involved in the FIP demonstration. FIP will end in June 1993, and JOBS will continue statewide.

² See *Welfare Reform on a Budget: What's Happening in JOBS*, by Mark Greenberg, Center for Law and Social Policy, June 1992.

What Are The Differences Between Short-Term and Long-Term Welfare Users?

Background

The majority of women who receive Aid for Families with Dependent Children (AFDC) are short-term assistance users and leave AFDC within two years. Long-term users of public assistance, however, present a dilemma to both state and national policymakers in terms of cost and perceived "welfare dependency." The federal Family Support Act and its Job Opportunities and Basic Skills (JOBS) program now directs states to focus upon education, training, job search, and job development activities for potential long-term users of AFDC.

Using five years of Family Income Study data, we compared the characteristics of short-term and long-term users of AFDC in Washington State during the period of 1988-1992.

Family Income Study Findings

- There were *no* statistically significant differences between short-term and long-term users in many characteristics, such as age, race, education level, number of children, or growing up in a family that received welfare.
- There were statistically significant differences in:

	Short-Term	Long-Term
Work		
• <i>Worked before first welfare use</i>	77%	72%
• <i>Recent work experience</i>	47%	14%
• <i>Hourly wages</i>	\$5.33	\$4.66
Household Composition/Marriage Status		
• <i>Two adults in household</i>	49%	30%
• <i>Currently married</i>	38%	11%
• <i>Never married</i>	14%	33%
Location in State		
• <i>Urban, Western Washington</i>	43%	57%

(over)

Discussion

Short-term and long-term users of public assistance differed in three major areas: work experience, household composition/marriage status, and location in state.

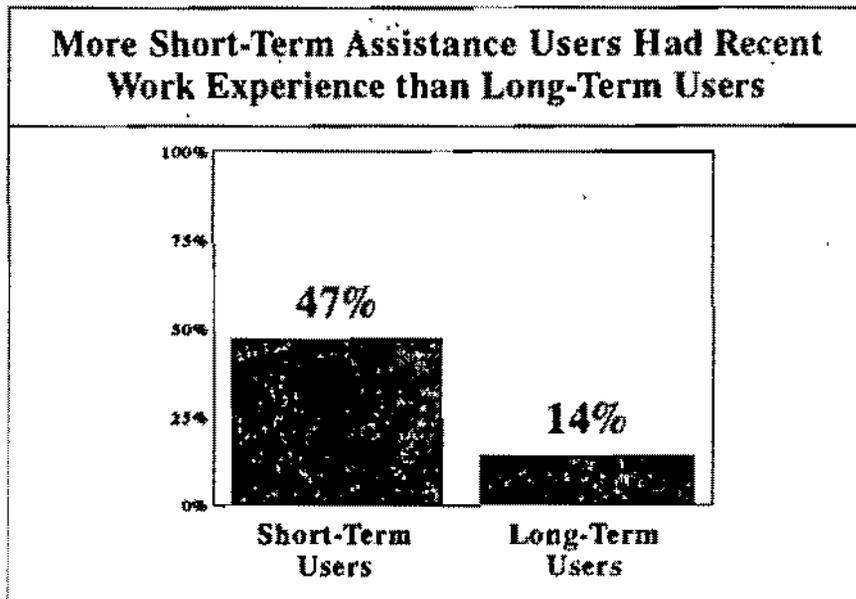
Low education level is often viewed as characteristic of long-term assistance users. However, we found that both short and long-term users had the same average level of education (11 years), but that short-term users had more work experience and *more recent* work experience than long-term users.

Definitions

We defined *short-term users* as women living in households that received public assistance for less than 12 months continuously, and *long-term users* as women living in households that received public assistance continuously for more than 36 months. We defined *recent work experience* as more than 500 hours of paid employment in the past 12 months. *Hourly wages* were calculated by dividing total annual earnings by the number of hours worked.

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